H. R. 747

To amend title XI of the Social Security Act to achieve a national health information infrastructure, and to amend the Internal Revenue Code of 1986 to establish a refundable credit for expenditures of health care providers implementing such infrastructure.

IN THE HOUSE OF REPRESENTATIVES

February 10, 2005

Mr. Gonzalez (for himself, Mr. McHugh, Ms. Jackson-Lee of Texas, Mr. Towns, Mr. Lipinski, Mr. Hinojosa, Mr. Crowley, Mrs. Christensen, Mr. Moore of Kansas, and Mr. Miller of North Carolina) introduced the following bill; which was referred to the Committee on Energy and Commerce, and in addition to the Committee on Ways and Means, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To amend title XI of the Social Security Act to achieve a national health information infrastructure, and to amend the Internal Revenue Code of 1986 to establish a refundable credit for expenditures of health care providers implementing such infrastructure.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

1 SECTION 1. SHORT TITLE.

- This Act may be cited as "National Health Informa-
- 3 tion Incentive Act of 2005".

4 SEC. 2. FINDINGS AND PURPOSE.

clinical education.

- 5 (a) FINDINGS.—The Congress finds as follows:
- 6 A March 2001 Institute of Medicine (1)7 ("IOM") study concludes that in order to improve 8 quality, the nation must have a national commit-9 ment to building an information infrastructure to 10 support healthcare delivery, consumer health, quality 11 measurement and improvement, public account-12 ability, clinical and health services research, and
 - (2) A November 2001 National Committee on Vital Health Statistics study lauds the importance of a national health information infrastructure to improve patient safety, improve healthcare quality, improve bioterrorism detection, better inform and empower healthcare consumers regarding their own personal health information, and to better understand healthcare costs.
 - (3) An October 2002 IOM report calls on the federal government to take steps to encourage and facilitate development in the information technology infrastructure that is critical to healthcare quality and safety enhancement.

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- 1 (4) A General Accounting Office October 2003 2 report found that the benefits of an electronic 3 healthcare information system included improved quality of care, reduced costs associated with medi-5 cation errors, more accurate and complete medical 6 documentation, more accurate capture of codes and 7 charges, and improved communication among pro-8 viders enabling them to respond more quickly to pa-9 tients' needs.
 - (5) Other studies and surveys show that cultivating a national healthcare information infrastructure and improving patient care will depend crucially on adoption of uniform medical data standards and interoperability.
 - (6) Acquisition costs, physician and staff time required to transition from paper-based offices to electronic health systems, and the lack of industry standards on interoperability are the principle barriers to creating a national health information infrastructure.
 - (7) The success of a national health information infrastructure depends on the widespread use and acceptance of electronic health records in physician offices.

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- 1 (b) Purposes.—The purposes of this Act are as fol-2 lows:
- 3 (1) To facilitate the development of standards and to create incentives that encourage physicians 5 and other health professionals to adopt interoperable 6 electronic health records, electronic prescribing sys-7 tems, evidence-based clinical support tools, patient 8 registries, and other health information technology 9 as a key component of a national health care infor-10 mation infrastructure in the United States to ensure the rapid flow of secure, private and digitized infor-12 mation relevant to all facets of patient care.
 - (2) To do so in a voluntary manner that does not become an unfunded mandate on small physician practices.
 - (3) To do so in a manner that does not compromise the health care provider's ability to make patient care decisions based solely on his or her clinical expertise and experience, and what the provider concludes is the best for a particular patient based upon scientific evidence and knowledge of the patient's medical history.

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1	SEC. 3. OFFICE OF THE NATIONAL COORDINATOR FOR		
2	HEALTH INFORMATION TECHNOLOGY.		
3	(a) Establishment.—There is established within		
4	the executive office of the President an Office of the Na-		
5	tional Coordinator for Health Information Technology (re-		
6	ferred to in this section as the "Office"). The Office shall		
7	be headed by a Director appointed by the President. The		
8	Director of the Office shall report directly to the Presi-		
9	dent.		
10	(b) Resources.—The President shall make available		
11	to the Office the resources, both financial and otherwise,		
12	necessary to enable the Director of the Office to carry out		
13	the purposes of, and perform the duties and responsibil-		
14	ities of, the Office.		
15	SEC. 4. STANDARDS FOR BUILDING THE NATIONAL HEALTH		
16	INFORMATION INFRASTRUCTURE.		
17	Title XI of the Social Security Act (42 U.S.C. 1301		
18	et seq.) is amended by adding at the end the following		
19	part:		
20	"PART D—STANDARDS FOR BUILDING THE NA-		
21	TIONAL HEALTH INFORMATION INFRA-		
22	STRUCTURE		
23	"SEC. 1181. STANDARDS FOR BUILDING THE NATIONAL		
24	HEALTH INFORMATION INFRASTRUCTURE.		
25	"(a) Standards.—		
26	"(1) Development and adoption.—		

"(A) IN GENERAL.—The Secretary, through the Office of the National Coordinator for Health Information Technology and in col-laboration with the Committee on Systematic Interoperability, shall develop or adopt stand-ards for transactions and data elements for such transactions (in this section referred to as 'standards') to enable the creation of a national health care information infrastructure.

"(B) Role of standard setting organizations.—

"(i) IN GENERAL.—Except as provided in clause (ii), any standard adopted under this section shall be a standard that has been developed, adopted, or modified by a standard setting organization.

"(ii) STANDARD SETTING ORGANIZATION.—For purposes of this section, the
term 'standard setting organization' means
an organization accredited by the American National Standards Institute that develops standards for information transactions, data elements, or any other standard that is necessary to, or will facilitate,
the implementation of this part.

"(C) Consultation.—In developing and adopting standards, the Secretary shall consult with national organizations representing physi-cians in clinical practice, hospitals, pharmacists, pharmacies, pharmaceutical manufacturers, pa-tients, standard setting organizations, phar-macy benefit managers, beneficiary information exchange networks, technology experts, and rep-resentatives of the Departments of Veterans Af-fairs and Defense and other interested parties.

"(D) Assistance to the secretary.—
In complying with the requirements under this section, the Secretary shall rely on the recommendations of the National Committee on Vital and Health Statistics established under section 306(k) of the Public Health Service Act (42 U.S.C. 242k(k)), and shall consult with appropriate Federal and State agencies and national organizations. The Secretary shall publish in the Federal Register any recommendations of the National Committee on Vital and Health Statistics regarding the adoption of a standard under this section.

1	"(2) Objective.—Any standards developed or
2	adopted under this section shall be consistent with
3	the objectives of improving—
4	"(A) patient safety; and
5	"(B) the quality of care provided to pa-
6	tients.
7	"(3) Requirements.—Any standards devel-
8	oped or adopted under this section shall comply with
9	the following:
10	"(A) Undue Burden.—The standards
11	shall be designed so that, to the extent prac-
12	ticable, the standards do not impose an undue
13	administrative or financial burden on the prac-
14	tice of medicine, or any other health care pro-
15	fession, particularly on small physician prac-
16	tices and practices in rural areas.
17	"(B) Compatibility with administra-
18	TIVE SIMPLIFICATION AND PRIVACY LAWS.—
19	The standards shall be—
20	"(i) consistent with the Federal regu-
21	lations (concerning the privacy and secu-
22	rity of individually identifiable information)
23	promulgated under section 264(c) of the
24	Health Insurance Portability and Account-
25	ability Act of 1996, and any State privacy

1	laws preserved under the Federal regula-
2	tions promulgated under section 1178; and
3	"(ii) compatible with the standards
4	under section 3.
5	"(b) Timetable for Adoption of Standards.—
6	"(1) In General.—The Secretary shall adopt
7	trial standards under this section two years after the
8	date of the enactment of this part, or at a subse-
9	quent date determined by the Secretary, as may be
10	required to complete development of the trial stand-
11	ards.
12	"(2) Pilot program to test trial stand-
13	ARDS.—
14	"(A) PILOT PROGRAM.—In accordance
15	with the development and adoption of stand-
16	ards, the Secretary shall conduct a pilot pro-
17	gram to test the effectiveness and impact of
18	trial standards for transaction and data ele-
19	ments as defined in subsection (a)(1)(A).
20	"(B) LOCATION OF PROGRAM.—The pilot
21	program shall be conducted through various
22	health care facilities, including small physician
23	practices, throughout the country that capture
24	both rural and urban settings.

1	"(C) Duration of the program.—The
2	pilot program shall be conducted during the
3	two-year period beginning on the date of adop-
4	tion of the standards.
5	"(D) DESIGNATION AND SELECTION OF
6	PROGRAM SITES.—In designing the pilot pro-
7	gram and in selecting locations and sites for the
8	pilot test, the Secretary shall consult with na-
9	tional organizations representing affected par-
10	ties, as defined in subsection (a)(1)(C), and ap-
11	propriate standard setting organizations, as de-
12	fined in subsection $(a)(1)(B)$.
13	"(E) Report of findings.—The Sec-
14	retary, consistent and accordance with sub-
15	sections (a)(1)(B) and (a)(1)(C), shall submit
16	to Congress a report on the pilot program no
17	earlier than one year following the completion
18	of the pilot program. The Secretary shall in-
19	clude in the report the following:
20	"(i) The Secretary's assessment of the
21	impact and effectiveness of the trial stand-
22	ards, as applied to a variety of clinical and
23	geographic setting as described under this

section.

"(ii) The Secretary's assessment of the effect of the pilot program and trial standards on patient safety, including the effect on delivery and the quality of health care, and on the typical costs incurred by providers in acquiring necessary technology systems, and the necessary training to comply with the trial standards.

"(iii) The Secretary's assessment of the clinical usefulness of health information technologies that meet the trial standards, including the amount of time required of physicians, other health professionals and other office staff in sending, receiving, updating, maintaining, and recording clinical information using such technologies.

"(iv) In consultation with appropriate standard setting organizations, as defined in subsection (a)(1)(B), and with national organizations representing affected parties, as defined in subsection (a)(1)(C), the findings and conclusions of the Secretary with respect to the pilot program and notice of adoption of a modified standard.

1	"(v) Any recommendations of the Sec-
2	retary for continuation of the pilot pro-
3	gram for further study or testing to other
4	clinical or geographic service areas prior to
5	full implementation.
6	"(3) Additions and modifications to
7	STANDARDS.—The Secretary shall, in consultation
8	with appropriate representatives of interested par-
9	ties, as defined in subsection (a)(1)(C) of this sec-
10	tion, and with standard setting organizations, as de-
11	fined in subsection (a)(1)(B), review the standards
12	developed or adopted under this section and adopt
13	modifications to the standards (including additions
14	to the standards), as determined appropriate. Any
15	addition or modification to such standards shall be
16	completed in a manner which minimizes the disrup-
17	tion and cost of compliance.
18	"(c) Compliance With Standards.—
19	"(1) Requirement for all individuals and
20	ENTITIES THAT UTILIZE HEALTH INFORMATION
21	TECHNOLOGY.—
22	"(A) In general.—Individuals or entities
23	that voluntarily utilize electronic health records,
24	and other health information technology defined

by the Secretary as being a key component of

1	a national health care information infrastruc-
2	ture shall comply with the standards adopted or
3	modified under this section.
4	"(B) RELATION TO STATE LAWS.—Con-
5	sistent with subsection (a)(3)(B), the standards
6	adopted or modified under this section shall su-
7	persede any State law or regulations pertaining
8	to the electronic transmission of patient history,
9	eligibility, benefit and any other information.
10	"(2) Timetable for compliance.—
11	"(A) Initial compliance.—
12	"(i) In general.—Not later than 24
13	months after the date on which a modified
14	standard is adopted under this section
15	each individual or entity to whom the
16	standard applies shall comply with the
17	standard.
18	"(ii) Special rules for small
19	HEALTH PLANS.—In the case of a 'small
20	health plan', as defined by the Secretary
21	for purposes of section 1175(b)(1)(B)
22	clause (i) shall be applied by substituting
23	'36 months' for '24 months'.
24	"(iii) Special rule for small pro-
25	VIDER OF SERVICES.—In the case of a

- small provider of services, clause (i) shall be applied by substituting '36 months' for '24 months'.
- "(iv) EXCEPTION.—In consultation
 with national organizations representing
 affected parties, as defined in subsection
 (a)(1)(C), the Secretary may delay initial
 compliance until such time as the Secretary deems appropriate to assure maximum compliance.
- "(d) No Requirement to Obtain Specific Tech-12 Nologies or Products.—Nothing in this part shall be 13 construed to require an individual or entity to obtain spe-14 cific technologies or products to utilize a national health 15 care information infrastructure.
- "(e) Preservation of Health Care Provider or Other Entity to Make Unbiased Patient Care De-Is cisions.—Interoperable health care technology shall be designed to facilitate access to unbiased and evidencebased decision support tools. All patient care decisions shall be based solely on the provider's clinical expertise and experience, without outside influence.
- 23 "(f) SMALL HEALTH CARE PROVIDERS.—For pur-24 poses of this part, a health care provider or practice is

I	considered 'small'	if it is sn	nall under	the provisions	of sec-
2	tion 1862(h).				

- 3 "SEC. 1182. FINANCIAL INCENTIVE TO SMALL HEALTH
- 4 CARE PROVIDERS AND ENTITIES TO IMPLE-
- 5 MENT A NATIONAL HEALTH INFORMATION
- 6 INFRASTRUCTURE.
- 7 "(a) IN GENERAL.—The Secretary shall include addi-
- 8 tional Medicare payment incentives to assure small health
- 9 care providers have the capability to move toward a na-
- 10 tional health care information infrastructure by acquiring
- 11 electronic health record systems and other health informa-
- 12 tion technologies that meet the standards adopted or
- 13 modified under section 1181.
- "(b) Conditions for Qualification.—As a condi-
- 15 tion of qualifying for financial incentives described in this
- 16 section, the Secretary, in consultation with national orga-
- 17 nizations representing affected parties, as defined in sec-
- 18 tion 1181(a)(1)(C), and appropriate standards setting or-
- 19 ganizations, as defined in section 1181(a)(1)(B), shall
- 20 grant the use of financial incentives to assure that such
- 21 technologies are consistent with the goals of creation of
- 22 a national health information infrastructure, such as—
- "(1) voluntary participation in studies or dem-
- onstration projects to evaluate the use of such sys-

- 1 tems to measure and report quality data based on 2 accepted clinical performance measures; and
- 3 "(2) voluntary participation in studies to demonstrate the impact of such technologies on improv-5 ing patient care, reducing costs and increasing effi-
- 6 ciencies.
- 7 "(c) Additional Medicare Payment to Small
- 8 HEALTH CARE PROVIDERS AND ENTITIES FOR EXPENDI-
- TURES RELATING TO THE IMPLEMENTATION OF A NA-
- TIONAL HEALTH INFORMATION INFRASTRUCTURE.— 10
- 11 "(1) IN GENERAL.—The Secretary shall provide 12 for additional payment to small health care pro-13 viders, including physicians and others in clinical 14 practice, for the purpose of assisting such entities to 15 implement, design, test, acquire, and adopt elec-16 tronic health records and other health information 17 technologies defined by the Secretary as a key com-18 ponent of a national health care information infra-19 structure that comply with the standards adopted or 20 modified under section 1181.
 - "(2) Types \mathbf{OF} REIMBURSEMENT INCEN-TIVES.—In developing the reimbursement incentives described in paragraph (1), the Secretary shall consider inclusion of one or more of the following types of incentives:

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1	"(A) Adds-ons to payments for evaluation
2	and management services.
3	"(B) Care management fees for physicians
4	who use information technology to manage care
5	of patients with chronic illnesses.
6	"(C) Payments for structured e-mail
7	consults resulting in a separately identifiable
8	medical service from other evaluation and man-
9	agement services.
10	"(D) Any other method deemed appro-
11	priate by the Secretary to encourage participa-
12	tion.
13	"(3) Amount of Reimbursement.—The
14	amount of reimbursement made to small health care
15	providers and entities to implement a national health
16	care information infrastructure shall be in a manner
17	determined by the Secretary, in accordance with sec-
18	tion 1181(b)(2)(ii), that takes into account the costs
19	of implementation, training, and complying with
20	standards.
21	"(4) Exemption from budget neutrality
22	UNDER THE PHYSICIAN FEE SCHEDULE.—Any in-
23	creased expenditures pursuant to this section shall

be treated as additional allowed expenditures for

1	purposes of computing any update under section
2	1848(d).
3	"SEC. 1183. OPTIONAL FINANCIAL INCENTIVES TO SMALL
4	HEALTH CARE PROVIDERS AND ENTITIES TO
5	IMPLEMENT A NATIONAL HEALTH INFORMA-
6	TION INFRASTRUCTURE.
7	"(a) In General.—The Secretary may utilize any,
8	all, or a combination of financial incentives thereof, to as-
9	sure small health care providers have the capability to
10	move toward a national health care information infra-
11	structure by acquiring electronic health record systems
12	and other health information technologies that meet the
13	standards adopted or modified under section 1181.
14	"(b) Conditions for Qualification.—As a condi-
15	tion of qualifying for financial incentives described in this
16	section, the Secretary, in consultation with national orga-
17	nizations representing affected parties, as defined in sec-
18	tion 1181(a)(1)(C), and appropriate standards setting or-
19	ganizations, as defined in section 1181(a)(1)(B), shall
20	grant the use of financial incentives to assure that such
21	technologies are consistent with the goals of creation of
22	a national health information infrastructure, such as—
23	"(1) voluntary participation in studies or dem-
24	onstration projects to evaluate the use of such sys-

- tems to measure and report quality data based on accepted clinical performance measures; and
- 3 "(2) voluntary participation in studies to dem-4 onstrate the impact of such technologies on improv-5 ing patient care, reducing costs and increasing effi-
- 6 ciencies.
- 7 "(c) Grants to Small Health Care Providers
- 8 AND ENTITIES FOR EXPENDITURES RELATING TO THE
- 9 Implementation of a National Health Informa-
- 10 TION INFRASTRUCTURE.—
- 11 "(1) In General.—The Secretary is authorized 12 to make grants to small health care providers, in-13 cluding physicians and others in clinical practice, for 14 the purpose of assisting such entities to implement, 15 design, test, acquire, and adopt electronic health 16 records and other health information technologies 17 identified by the Secretary as a key component of a 18 national health care information infrastructure that 19 comply with the standards adopted or modified 20 under section 1181.
 - "(2) Amount of Grant.—The grant amount made to small health care providers and entities to implement a national health care information infrastructure shall be in a manner determined by the Secretary, in accordance with section 1181(b)(2)(ii),

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- that takes into account the costs of implementation,
 training, and complying with standards.
- 3 "(3) APPLICATION.—No grant may be made 4 under this subsection except pursuant to a grant ap-5 plication that is submitted in a time, manner, and 6 form approved by the Secretary.
- 7 "(4) AUTHORIZATION OF APPROPRIATIONS.—
 8 There are authorized to be appropriated to carry out
 9 this subsection such sums as may be necessary for
 10 each fiscal year.
- 11 "(d) Revolving Loans to Small Health Care12 Providers and Entities for Expenditures Relat-
- 13 ING TO THE IMPLEMENTATION OF A NATIONAL HEALTH
- 14 Information Infrastructure.—

"(1) IN GENERAL.—The Secretary is authorized 15 16 to make and guarantee loans to small health care 17 providers, including physicians and others in clinical 18 practice, for the purpose of assisting such entities to 19 implement, design, test, acquire, and adopt elec-20 tronic health records and other health information technologies identified by the Secretary as a key 21 22 component of a national health care information in-23 frastructure that comply with the standards adopted or modified under section 1181. 24

- "(2) Amount of Loan.—The loan amount made to small health care providers and entities to implement a national health care information infrastructure shall be in a manner determined by the Secretary, in accordance with section 1181(b)(2)(ii), that takes into account the costs of implementation, training, and complying with standards.

 "(3) Application.—No loan may be made
 - "(3) APPLICATION.—No loan may be made under this subsection except pursuant to a loan application that is submitted in a time, manner, and form approved by the Secretary.
- "(4) AUTHORIZATION OF APPROPRIATIONS.—

 There are authorized to be appropriated to carry out
 this subsection such sums as may be necessary for
 each fiscal year.".
- 16 SEC. 5. REFUNDABLE CREDIT FOR HEALTH CARE INFOR-
- 17 **MATION INFRASTRUCTURE.**
- 18 (a) In General.—Subpart C of part IV of sub-
- 19 chapter A of chapter 1 of the Internal Revenue Code of
- 20 1986 (relating to refundable credits) is amended by redes-
- 21 ignating section 36 as section 37 and by inserting after
- 22 section 35 the following new section:
- 23 "SEC. 36. HEALTH CARE INFORMATION INFRASTRUCTURE.
- 24 "(a) IN GENERAL.—In the case of a qualified health
- 25 care provider, there shall be allowed as a credit against

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- 1 the tax imposed by this chapter for the taxable year an
- 2 amount equal to 10 percent of the amounts paid or in-
- 3 curred during the taxable year by the taxpayer for estab-
- 4 lishing a qualified health information technology system.
- 5 "(b) QUALIFIED HEALTH INFORMATION TECH-
- 6 NOLOGY SYSTEM.—For purposes of this section, the term
- 7 'qualified health information technology system' means a
- 8 system which has been individually approved by the Sec-
- 9 retary of Health and Human Services for purposes of this
- 10 section and which consists of electronic health record sys-
- 11 tems and other health information technologies that meet
- 12 the standards and conditions of qualification adopted or
- 13 modified under sections 1181 and 1183 of the Social Secu-
- 14 rity Act.
- 15 "(c) Qualified Health Care Provider.—For
- 16 purposes of this section, the term 'qualified health care
- 17 provider' means any person in the trade or business of
- 18 providing health care.
- 19 "(d) TERMINATION.—This section shall not apply to
- 20 amounts paid or incurred during taxable years beginning
- 21 after December 31, 2014.".
- (b) Denial of Double Benefit.—Section 280C of
- 23 such Code is amended by adding at the end the following
- 24 new subsection:

- 1 "(e) Credit for Health Care Information In-
- 2 Frastructure.—No deduction shall be allowed for that
- 3 portion of the expenses (otherwise allowable as a deduc-
- 4 tion) taken into account in determining the credit under
- 5 section 36 for the taxable year which is equal to the
- 6 amount of the credit determined for such taxable year
- 7 under section 36(a).".
- 8 (c) Conforming Amendments.—
- 9 (1) Paragraph (2) of section 1324(b) of title
- 10 31, United States Code, is amended by inserting "or
- 11 36" after "section 35".
- 12 (2) The table of sections for subpart C of part
- 13 IV of subchapter A of chapter 1 of the Internal Rev-
- enue Code of 1986 is amended by striking the item
- relating to section 36 and inserting the following
- 16 new items:

- 17 (d) Effective Date.—The amendments made by
- 18 this section shall apply to amounts paid or incurred during
- 19 taxable years beginning after December 31, 2005.

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[&]quot;Sec. 36. Health care information infrastructure.

[&]quot;Sec. 37. Overpayment of taxes.".